Summary, Spring Meeting
Depository Library Council

April 25-27, 1994

The Spring 1994 Depository Library Council (DLC) meeting was held April 25-27, 1994 in the Rosslyn Ballroom of the Rosslyn Westpark Hotel, Arlington, VA. Council members in attendance: Beth Duston. Chair; Jack Sulzer, Chair-Elect; Kay Schlueter, Secretary; Miriam Drake (Monday and Tuesday). John Weiner (Monday), Carol Gordon, Judith Rowe, David Hoffman, Cynthia Etkin. Linda Kennedy, Wilda Marston, Daniel O'Mahony, Bobby Wynn.

Monday, April 25, 1994

Beth Duston. Council Chair. introduced Wayne Kelley, Superintendent of Documents, to give the welcoming remarks. He welcomed everyone to the Conference and recognized how much work there was to do. The accelerated pace of change at this point in time puts us in danger of going very fast but not having a clear view of where we are going. Therefore, advice to Public Printer is extremely important at this time.

Beth Duston, Council Chair
Opening Remarks

Beth Duston provided some opening remarks. She restated the purpose of the Council which is to give advice to the Public Printer on policy matters dealing with the Depository Library Program as provided by Title 44. After last fall's meeting, seventeen recommendations were presented to Mr. DiMario and Council received responses a few weeks ago. We will be discussing those this afternoon and we will provide a new set of recommendations at the close of this meeting.

There is so much going on that it creates a difficult situation. We can only advise in a linear fashion--react to things that have happened since the last meeting. It puts the Council and the program in a reactive mode. In an attempt to be more proactive. to better understand the issues. and to be a serious player in the information world, Dr. Toni Carbo Bearman, a member of the National Information Infrastructure Advisory Board. has been invited to address the Council. She will give Council a global picture of the information world and U.S. information policy and her vision of how depository libraries fit into that picture.

Beth recognized that this is the first time in recent history that depository libraries have received a lot of attention. An example is the specific mention of depository libraries in the President's 1995 budget. The value of depository libraries is being recognized and we should leverage as much of that attention as possible in order to get more funding and attention for depository libraries.

In a spirit of cooperation, the NTIS Advisory Board invited Jack Sulzer, Jay Young and Beth Duston to their last board meeting. Jay Young proposed a plan for work on an interagency agreement with NTIS regarding depository libraries. Duston noted that this was a historic moment for both GPO and NTIS to be working together on such a project. This afternoon Dr. Hal Shill, a member of the NTIS Advisory Board, will speak with us.

Duston emphasized three guiding principles of the depository library program:

- with certain specified exemptions, all government publications shall be made available to depository libraries;

- depository libraries shall be located in each state and congressional district in order to make government publications more widely available; and,

- these government publications shall be made available for the free use of the general public.

She noted the parallels being drawn between the interstate highway system built in the fifties and the information superhighway being planned today. In order to improve speed and access, the interstate highway system developed a finite set of controlled entrances onto the system. The information highway will have its own requirements such as hardware and software, which will make some libraries obsolete. Due to budget cuts, equipment needs, and lack of staff training, some depository libraries will be in a position to watch activity on the information highway but not be a participant on it.

Quoting from the "Alternatives to Restructuring the Depository Program" report submitted to the Public Printer and the Superintendent of Documents by the Council last year, Ms. Duston reminded the audience of the unique niche of the depository library system. The system "embodies the obligation of a democracy to keep all its citizens informed; it provides the framework for agencies to have an effective means of disseminating information, as well as providing citizens with a means of gaining access to federal information."

Wayne Kelley, Superintendent of Documents
Sales Update

Wayne Kelley, Superintendent of Documents, provided an update on the GPO Sales Program. The Sales Program is tied to dissemination of information with GPO staff selecting items that might have a public market and making them available at the lowest possible cost. In 1995, the Sales Program will celebrate the 100th anniversary of the Printing Act of 1985 and of the program being placed in the Government Printing Office. The Sales Program today involves various activities. There are direct sales to the public. Also, sales are available through

consigned agents--government agencies who want to sell documents, usually of a technical or specialized nature, that won't be placed in the general sales program area. Another activity is the Consumer Information Center located in Pueblo, Colorado. That center is run by the General Services Administration. A reimbursable program allows agencies to store materials in a GPO warehouse and request the materials as they need them. Agencies are charged just for the cost of handling, storing and sending documents to them.

1993 figures were used to illustrate the financial side of the program. The program must be self-sustaining--sales must recover costs. In 1978, GPO was told they could no longer subsidize the program with appropriations. For 12 straight years, the program has recovered costs. In 1992 the financial figures were very close. The program only made about $500,000. In 1993, the program had a sales revenue of $84.1 million. The total net income, after paying expenses, was $3.6 million. This money is not profit, it goes into a revolving fund to sustain capital improvements and cover any losses from previous years.

Twenty-seven million copies of documents were sold. The total number of sales orders was 1.7 million (1.2 million were mail order, 200,000 telephone orders, 231,000 walk-in orders in bookstores). Total inquires numbered 600,000 (176,000 by mail, 424,000 by telephone). Inquiries include complaints or requests for information on particular titles and where to find them. Sales staff often direct callers or writers to local depository libraries. The current inventory contains about 12,000 titles for sale. That is a smaller number than inventoried 3-4 years ago when the number was about 15,000.

There are a couple of reasons for the reduction in inventory. One reason is the pressure to break even which requires care in not stocking titles for which there is no demand. Even with that factor, GPO does stock titles for which there are only 12 or so orders. Another factor is that the government is beginning to print less. Among the reasons for this phenomena are: agencies don't have money to print; agencies are printing only on demand; information is in electronic media and not available in print any longer; or in some cases, agencies have decided to sell items themselves. An example of this last situation is the National Cancer Institute and the National Cancer Journal. They decided to withdraw subscriptions to the journal from the GPO Sales Program and to put it in their own program. They also decided to package the journal with their databases and use it as an incentive to pull people into the databases.

There are 619 employees in the Sales Program. For comparison, Mr. Kelley pointed to another large sales program, NTIS. That program must also recover costs. At end of the year, NTIS was projecting 1993 revenues at $34 million and net operating and income to be approximately $2 million. NTIS has approximately 300 employees in the sales program. Mr. Kelley has asked the marketing group to do a survey, asking questions to other government agencies with sales programs. The survey will seek to find how many agencies have sales programs, the size of the program, who runs them, how many employees, and similar statistics. Kelley hopes to see if there are some common interests and to study the mission of a sales program and the concept of competition as it relates to these programs.

The GPO Sales Program will have a tie-in on the GPO Locator System. The Locator will not only locate documents in depository libraries, information will also be given as to which titles are available through the Sales Program. People in the order division have come up

with a new product--a fax information line. This line will contain the abstracts of all titles organized into topic areas. Users will be able to phone in, select topical areas, and receive summaries of those documents.

Mr. Kelley gave some figures on library sales as a percentage of all orders placed with the Sales Program. He does not have figures broken down by depository libraries. Derived from samples and estimates, in 1993 the program had approximately 74,300 sales orders from libraries accounting for about 10% of orders. The estimated revenue from these sales was $6.5 million.

A good deal is happening these days and decisions will be made that will dramatically affect the public's access to information. Mr. Kelley's concern is that the past cornerstone of our government information policy--universal access to information--is in danger. Laudable good government initiatives that affect government information policy are being debated on other grounds: whether the executive or legislative branch controls printing, privatization, market based user fees to replace appropriations, etc. In 1993, 25 million copies were sent to depository libraries at an average cost of less that $1 each. One proposal currently before Congress would authorize executive branch agencies to select their own printer for orders of less than $2,500. How would this affect federal information policy? Sounds benign, but if the Superintendent of Documents lost the power to override orders placed by other agencies for $2,500 or less, some 3.8 million publications would be lost to depository libraries and the American public. While each agency should distribute the information to depositories, what would the compliance rate actually be if there were not some form of strong enforcement?

Kelley warns we need to take a close look at what is happening. He believes when we are talking about guaranteeing access to information, we should ask a few basic questions. As far as dissemination, who is going to do it? Why are they going to do it--is the motive profit or public service? Finally, how are they going to do it--do they have distribution channels to reach the public? We need to guard against losing an informed public.

Jay Young, Director, Library Programs Service
LPS Update

Jay Young, Library Programs Service (LPS) Director spoke next. He announced the names of the new Council members who will officially begin serving at the Fall 1994 meeting: Phyllis Christenson, General Accounting Office; Susan Dow, State University of New York at Buffalo; Jan Fryer, Iowa State University; Stephen Hayes, University of Notre Dame; and Mary Margaret Parhamovich, University of Nevada-Las Vegas.

The full text of Mr. Young's remarks are printed in Administrative Notes, v. 15, #7, 5/20/94, at pages 3-11. Highlights of his presentation include:

- There has been a reduction in the volume of printing coming through GPO. The positive side of this reduction is that dollars obligated for printing and reproduction are running about 15% behind last year's pace, which will enable the program to more easily operate within available fiscal year resources.

- The Public Printer has presented a full needs-based budget request to Congress. The request for the Depository Program, Cataloging and Indexing, and the Salaries and Expenses appropriation is $33.9 million. $3.5 million of that amount is for depository library printing and reproduction and electronic information delivery. If GPO continues at a flat funding level, the current wide range of format choices and the addition of online products will not be possible. The financial incentive will be to go to electronic formats where those offer a cost savings over paper or fiche products.

- Due to the electronic information revolution, Library Programs Service is increasing their reliance on electronic information, attempting to maintain information dissemination under the official Depository Library Program by developing partnerships with Federal information providers, and working to improve communications and responsiveness to depository libraries.

- To obtain detailed information on depositories' computer assets and capabilities, a detailed survey will be conducted this Spring. Depository libraries must increase computer access by the public. Every depository library should plan on getting on Internet.

- Mr. Young addressed the NTIS Advisory Board on March 24 concerning opportunities for the two agencies to work together. An Interagency Agreement is being drafted calling for NTIS to carry out its activities of distributing scientific, technical, and engineering information (STEI) to depository libraries through GPO. It is hoped that the proposed agreement can become effective October 1, 1994. Additionally, NTIS has requested $6 million in appropriations for technology grants to depository libraries. If this request is funded, NTIS has indicated they will work with GPO, representatives of the depository library community, and the Depository Library Council to develop plans for the grants.

- Mr. Young requested that Council consider two matters: the future of the Monthly Catalog and on-demand electronic dissemination. He asked Council to consider whether a CD-ROM MoCat should be developed; and if so, could it replace the paper or fiche MoCat products. The second request called for Council to begin an identification and review of the issues concerned in an on-demand electronic dissemination program redesign.

Don Peed, Spokesperson, GPO Access Task Force
Update on GPO Access

Don Peed provided an overview of activities in implementation of P.L. 103-40, The GPO Electronic Information Access Enhancement Act of 1993, by providing a broad view of electronic dissemination operations and how they all relate to the mandates of P.L. 103-40. The law requires GPO to perform three major tasks: to maintain an electronic directory of federal electronic information; to provide a system of online access to the Congressional Record, the Federal Register, and other appropriate publications; and to operate an electronic storage facility for federal electronic information. These functions are collectively referred to as the GPO Access System. The law also requires GPO to accommodate federal agencies

requesting placement of their information on the Access System as well as to consult with users and other interested parties in evaluating the System's services. Additionally, the law mandates that GPO provide depository libraries with access to the system at no charge and to charge other users so as to cover incremental costs.

GPO will be providing a suite of products and services in support of the online Access component. These services will include the Federal Bulletin Board, the WAIS Server, and the products developed using powerful search and retrieval software. The Federal Bulletin Board became operational in September of 1992 and offers immediate, self-service access to government information. GPO will be offering two services to meet online search and retrieval needs. The first, phase one, is the WAIS Server which will be operational June 8, 1994. The second service, phase two, is based on full bore search and retrieval software which uses SGML files as input and is applicable to both the online and CD-ROM media.

The strength of phase one, the WAIS Server, is its ability to search multiple databases on local and remote servers with one search query. The strength of phase two software will be in the search and retrieval capabilities and its application to both the online and the CD-ROM media via a common interface.

To date, GPO has mounted the following databases on the WAIS server: all issues of the daily Congressional Record since January 1994 in ASCII text format, all issues of the Federal Register published in 1994 with the text of the documents in ASCII format and the graphics in TIF format, the cumulative Congressional Record Index for 1992, 1993, and 1994, and all enrolled bills for the 103d Congress in both ASCII and Adobe Acrobat. GPO has completed internal testing of the WAIS software and databases and has begun demonstrating the prototype to various audiences. Additionally, GPO has initiated beta testing of the WAIS prototype to be performed in two stages. Stage one, currently underway, has made the databases accessible to a small number of users. Stage two, to begin shortly, will make the database available to a broader audience while still acknowledging their developmental status.

One of the most challenging activities currently underway involves efforts to apply "industrial strength" search and retrieval access to the total contents of the Congressional Record, Federal Register, and other government publications. "Industrial Strength" refers to the following characteristics: search and retrieval features that enable you to identify and retrieve information based not only on a particular word you are looking for but also on the context of words; the ability to search within a hierarchical structure, for example, finding terms within a speech but not within the extension of remarks; and software that allows for searching both online and CD-ROM. GPO hopes to award the contract for the software in Fall 1994 with plans to have the Congressional Record and Federal Register up under this software in January of 1995. The RFP and the Amendment to the RFP are available on the Federal Bulletin Board.

The storage facility or IDEA (Information Dissemination for Electronic Access) began receiving data on March 31, 1994 and will be available for public access in June 1994. It is located in Owensboro, Kentucky. IDEA will provide immediate remote access to the source data files for federal information that have been made available through the online system of Access. The facility will permit GPO to retain electronic files for extended periods of times after their short-time use for production of printed products or active electronic

dissemination. It will provide a mechanism for access and retrieval of stored data files, including access through the Internet, as a service to federal agencies and the public. Data files in the IDEA facility will be referenced in the GPO Locator to facilitate identification and retrieval. Fees will be set to recover the incremental costs of dissemination with access at no charge to depository libraries. The initial data sets in the IDEA facility will coincide with those currently on the WAIS server.

Users can access the Access System through the Internet or by direct dial-up.

Mike DiMario, Public Printer
Remarks

Mike DiMario, Public Printer, welcomed participants to the meeting. He stated that this is a fairly upbeat time for the depository program, despite the uncertainty of various legislative initiatives currently before Congress, because there has been a significant focus on the depository program. The National Performance Review has focused White House recognition and attention on the program and in every restructuring proposal, there has been a statement that supports the depository program. He has conveyed his views to Council members about the value of gathering information as a means of informing members of congress and their staffs about the important work--the constituent services--that is done through the depository system. Government information is the work product of Congress, the executive agencies, and the courts, and that is how the public can measure whether or not the government is really operating successfully. The depository system provides a way to get direct access to information without it being filtered through any of the mass media sources.

Although this has been an upbeat time in the sense of recognition for the program, the financial situation remains very tight. Mr. DiMario expressed his belief that the real demonstration of support is not the rhetoric that we see in major bills but in funding aspects and budget support. In today's Washington climate, a successful situation might be just holding our own.

Mark Scully, Deputy Director, Office of Electronic Information Dissemination
Update on GPO Locator

Mark Scully, Deputy Director of the Office of Electronic Information Dissemination, provided an update on the GPO Locator.

The GPO Access Act directed GPO to develop and operate a comprehensive Federal Electronic Locator service that enables public users to identify and locate government information resources. The idea of a Federal Locator is not a new one and is a logical extension of GPO's publication of the Monthly Catalog. The new legislation gives GPO the responsibility, but no extra funding, to provide a more comprehensive directory of electronic information available from the federal government. In developing the Locator system, GPO is seeking to design a system that permits and encourages agencies to make information about their electronic information available locally in a distributed system under the agency's control.

GPO is currently working with a contractor on the development of a prototype locator that will be fully operational by June 1994. The implementation will use a phased approach with the initial set of information available in June. Additional agencies or information sources will be added rapidly thereafter. This system will result in not a single, central locator, but rather interrelated model locators in several locations linked by a central registry at GPO. The initial sets of information will use databases already available from participating agencies. Major GPO resources, such as the Monthly Catalog and the PRF, will be included as will the Library of Congress' Congressional Bill Digest. Other agencies are also working with GPO to incorporate their databases in later phases. The prototype locator will provide access to specific publication records contained in MoCat and PRF updates, linking that information to software that will permit users to place orders for items they wish to purchase or to obtain referrals to specific depository libraries. Inclusion of the Congressional Bill Digest will facilitate identification of enacted or pending legislation and allow the ordering of bills from postscript files stored at GPO.

The Locator will be capable of accessing WAIS Servers, mainframe applications, or other types of systems. For example, the software developed by the contractor will permit natural language queries to be run against the Library of Congress database running on the Scorpio System. If an agency is already offering information online, the Locator System software will be adapted to the record format and system currently in use. Therefore, an agency will not be required to restructure their data or mount data in an additional system in order to participate in the Locator. GPO wants this to be a practical, real world demonstration of a low cost way to accomplish the public information goals of participating agencies while fulfilling GPO's requirements under the Access bill as the Coordinator of the Locator System.

Scully stated that GPO plans to provide marketing of the Locator, as well as user assistance and training. Several public domain interfaces will be developed that can be used by the public directly or through their local depository library. These will be models, but the system will allow agencies or users to develop alternatives. During the coming months, GPO will be demonstrating the prototype and getting feedback from users and agencies.

The Locator System records will be electronic, but GPO is not limiting the Locator contents to only electronic products because the public wants to find information no matter what the format. Although the law allows fees to recover the cost of the Locator, at present, GPO is considering offering the Locator as a free public service with many of the costs distributed across participating agencies. GPO will continue to fund its portion at least until the end of 1994.

The GPO Locator System is being developed in coordination with the Government Information Locator Service (GILS). There are some key distinctions between the two. GILS is presently a concept where the GPO system is an operating prototype. The GILS system will present information at relatively high level of granularity and the GPO Locator will go into a closer level of detail. However, GILS records will be compatible with the GPO Locator.

**Judy Russell, Director, Office of Electronic Information Dissemination Services
Update on GPO Bulletin Board and Other OEIDS Activities**

Judy Russell, Director of the Office of Electronic Information Dissemination Services, provided an update on the GPO Bulletin Board. The bulletin board software was upgraded in December. The board is now also available on the Internet so it should be more easily accessible now that connection does not require a long distance call. To reach the board telnet to: federal.bbs.gpo.gov3001.

The software upgrade in December dramatically changed the system. There is a new way of presenting information and new features. All of the menus are new and very user-friendly. In the old version, there were very discreet modules--everything was very separate. Now with the menu system, you have the ability to send an E-mail to the publishing agency, get to the online ordering module, get in libraries to download information and to move around and navigate much more easily. As of last week, there is another new section on the board which is depository library information. This includes the guidelines, the manual, and a database which corresponds to the committee print providing a list of federal depository libraries. There is also a set of all of the subject bibliographies that exist in electronic form. The online ordering system, in addition to including all of the CD-ROMs and most of the on-demand products, includes catalogs listing free publications. There is a section for new and forthcoming titles, primarily focusing on new electronic products.

There are now over a dozen agencies acting as their own library operators, taking over the staffing that was being done by GPO employees. Many of them have a public e-mail address where users can ask questions. The State Department has added a lot of information due to users' input through this method.

GPO will be starting depository library access now that the system is up on the Internet. Libraries will be asked to re-register on the board and to send a letter to Judy's office stating that they do want to have a specific user ID for paid access to the board. Initially, GPO will be providing one paid user ID per library. This will give GPO an opportunity to see how many libraries can and do want to participate, what the patterns of usage are, what kind of resources it takes, and generally evaluate to see if GPO has the resources to expand the program.

Another increasingly important part of the program is CD-ROM products. It is a rapidly growing area. GPO runs a class to train agencies and help them understand the CD technology. The class sells out every time it is offered. The SIGCAT Compendium will be released soon. This edition has 60-80 new CD-ROM series and titles, again, representing the growth in this technology. There are only about 30 of these titles in the sales program, but electronic products still make up a rapidly growing part of the sales program, currently doubling in volume each year.

The electronic components of the sales programs raise some very significant issues. The U.S. Code in paper offers an example of some of these issues. The U.S. Code in paper is a $1,200 product. Allowing for a 50% mark-up that is required by law, that means about $400 goes into covering overhead expenses. When the Code is sold on CD-ROM, it is sold for $34. That markup is now only providing about $11. When you look at what that means for

the economics of the program and when you consider that purchasers don't need assistance reading the paper U.S. Code but they do need assistance installing and using the CD-ROM product, you begin to understand some of the factors to be considered. GPO is struggling with these technical support issues just as the libraries are. These factors will need to be considered when working on the rates for the components of the Access System and considering the incremental costs of products.

GPO staff will be attending AALL, ALA, SLA, and exhibiting electronic products. Ms. Russell's office is staffing up to provide user support. Initially user support will be available during business hours but an expansion of hours will be considered at some point. The Locator will be provided at no charge. The WAIS Server will have a single paid access point for each depository initially. GPO staff will evaluate costs once the libraries are connected and up to speed to see how much the program can go beyond the one paid access point. Technical support will include documentation and assistance but there will be a limited set of software they can support in the beginning. Plans are to support, at a minimum, ProComm and Crosstalk.

As mentioned by Don Peed, the storage facility will provide identical information to the WAIS server in the beginning. At some point, data will be retired to the storage center when it is no longer appropriate to remain on the WAIS due to being superseded by other information. The storage facility will deal with the issue of archivability. The depository community needs to look carefully at their use of these shared resources because these resources do cost. As an example, depositories might look at downloading high interest documents locally and making them available in that way to users instead of downloading over and over again from the common source. GPO staff will continue to share cost and pattern of use information with Council and the depository community so that the best use of resources can be made.

Sheila McGarr, Chief, Depository Services

Sheila McGarr, Chief of Depository Services gave an update on the Library Programs Service and the new Internet connection. The full text of her remarks has been reprinted in Administrative Notes, v. 15, #7, 5/20/94, at p.12-14. Highlights of her presentation include:

- LPS went on the Internet in March. LPS staff are responding to E-Mail messages sent directly to LPS and to general questions they see on Govdoc-L when an LPS response seems appropriate. They ask that older established procedures be used for complicated questions with Internet communication reserved for those queries that can be handled with a quick reply.

- In the 1993 Biennial Survey, nearly two-thirds of the depositories had access to Internet and over one-half had access to Govdoc-L. LPS has adopted Govdoc-L as a means of communicating electronically with the depository community. Appropriate items will be cross-posted to Law-Lib, Regional-L, and Maps-L.

- With more and more GPO services and products planned for the Internet, there will be an increased need for the public to use the depository library's Internet connection.

- Many LPS products will be available on the Federal Bulletin Board via Internet. These include Administrative Notes, Instructions to Depository Libraries, the Superseded List, the Federal Depository Library Manual, the List of Classes, and a profile database containing depository library directory-type information.

- Shipping lists will not be available any time soon in an electronic format. Since the different types of shipping lists are created by different methods and in different locations, there are various technical problems that must be worked through before these can be accessed electronically.

Council Business

Cynthia Etkin was nominated and elected as the in-coming Secretary for Council. She will begin her term as Secretary at the fall 1994 meeting.

Hal Shill, a member of the NTIS Advisory Board, thanked Beth Duston for inviting him to attend the Council meeting. He stated his belief that the NTIS Advisory Board meeting that Beth Duston, Jack Sulzer, and GPO staff had attended was a very productive meeting with helpful dialogue. As seen by the work on the interagency agreement, it is hoped that the two agencies will be moving toward better cooperation. The NTIS Advisory Board will meet next on July 11-12.

Council revisited the charge of the Communications/Information Exchange Committee. A year ago council held an evening session addressing the concerns the depository community had about their lack of opportunities for communication and information exchange due to the format of recent Council meetings. Beth Duston questioned whether this would still be a concern with the change to a new format for meetings with several question and answer periods. Therefore, Council will be looking for a new charge for the Communications Committee. Two possibilities might be continued communication with the NTIS Advisory Board and other agencies, as well as devising a plan for getting feedback or testimonials from citizens on their use of government information. Judith felt we should create a publication with one to two page testimonials from users on how they use documents and what they use them to do. This could be a marketing tool or something to make available to Congressional members. It is hoped that a wide variety of contributors could be found--people from state and local government, unions, small and large businesses, students and faculty. There was also expressions from various Council members that we should pursue the idea of a public hearing that could be sponsored by Council, presenting testimony from users. This forum could also be an opportunity to invite agencies and include them in the format. We might attempt to get a Congressional committee to host such a hearing. Council discussed a target date of January for a publication. ·This would allow the publication to be distributed to the next Congress. Other charges suggested for this committee were to study communications within the Council, particularly insuring an electronic connection for communication and creating a new handbook for new Council members.

Committee members include Jack, Carol, Judith, Dan, and Dave. Council asked Jay Young to appoint someone from GPO to be liaison to the Information Exchange Committee.

The next topic of discussion was the Serial Set. One of the recommendations from the last meeting was to appoint a liaison from Council to the Serial Set Committee. Linda Kennedy was appointed liaison. Linda reviewed the past Serial Set recommendation dealing with alternatives for cutting back on distribution if another financial crisis required change. GPO has responded that for the foreseeable future, distributions can continue under the current policy.

Bernadine Hoduski gave Council an overview of the some of the current studies being done by the Serial Set Committee. The Committee was not happy with some of the GPO proposals for changes in the Serial Set distribution. Therefore, the Committee has been looking at less expensive ways to produce the set. The committee is adamant about the product being in a "permanent" format and they see paper as they only alternative at the moment.

As an alternate or second format, they believe we should look to an electronic product and not at fiche. The Committee would like for Council and others to think about the kind of features they would like to see in a CD product. One proposal the committee is looking at in providing a less expensive paper product is the option of not printing the portions making up the Serial Set ahead of time. In this proposal, GPO would go back to press for the copies necessary for the Serial Set when they were ready to release a complete volume. This would eliminate storage and collation costs. Linda Kennedy suggested that it might be more appropriate for an East Coast Council Member to be appointed to the Serial Set Committee if the Committee's work demands physical meetings rather than communication via telephone and e-mail.

The Operations Committee, consisting of Linda Kennedy and Cynthia Etkin, has been charged with working with the GODORT Operations Committee. The two committees reviewed their work at the ALA Midwinter meeting. The GODORT Operations Committee is planning to disband. With the GPO Internet connection and the change in the Council meeting formats and emphasis, the Council Operations Committee may not need to continue. Council needs to decide whether to continue the committee or whether there may be another role for the committee. Particularly, committee members would like to know if there is something GPO would like for the committee to pursue. Council members believed there is a continued need for the Operations Committee. Several issues were suggested for the committee's work: acting as a coordinating body to line up experts who could answer technical questions; reviewing and assisting in policy issues such as direct Internet access in depository libraries; monitoring and serving as facilitator in operational issues to determine where chronic problems exist; and, feeding information back into Council about operational conditions and problems. The committee will continue and a new committee charge will be developed.

Dan O'Mahony presented a report on the work of the Ad Hoc Committee on Regional Structure. Dan thanked members of the committee for their hard work and for accomplishing a lot in a short amount of time, having met for the first time just three days ago. Council members have been given several reports which represent the work of the committee to date. Members of the committee include: Tom Andersen, California State Library; Gary Cornwell, University of Florida; Cynthia Etkin, Western Kentucky University and Council Member; Carol Gordon, Milwaukee Public Library and Council Member; Maureen Harris, Clemson

University; Greg Lawrence, Cornell University; Daniel O'Mahony, Brown University and Council Member ; Paul Pattwell, Newark Public Library; and Jay Young, Government Printing Office.

The Ad Hoc Committee grew out of a recommendation from the Fall Council meeting. The Committee was to look at some of the pressing issues of the depository program, particularly regional libraries, drawing upon the work of the Chicago Conference on the Future of Federal Government Information and some of the other discussions underway on the Internet. The basic charge of the committee was to bring together developments and present some specific proposals for improving the regional system. Committee members divided work into six different areas and put together discussion papers which were used to lead discussions at the regional meeting this past Saturday. The six areas were: operational problems, libraries sharing regional responsibilities, regionals serving more than one state, states with more than one regional, subject based collections: issues for regional/national coverage; and electronic depositories. The committee will continue discussions for those interested in participating this afternoon after the Council meeting.

Comment and Question Period

Highlights included:

- The previous Council Communications Committee did gather about 35 stories illustrating how documents are used. These can be used as a starting point for the work of gathering testimonials undertaken by the current Council.

- GODORT has decided to continue its Operational Committee for another year. Internet has offered a way to communicate and solve some operational problems, but there is a still a need for the operational committees to look at what problems exist and to identify the problems that are chronic or on-going. Operational issues often define policy issues that Council needs to consider.

- Susan Tulis reminded Council that the final version of the Council report on Alternatives to Restructuring had never been printed for dissemination. She also reminded Council that part 4 of the report deals with a process for future work. Council might review that section and make recommendations for a continuing course of action or study.

- Responding to questions about electronic, online access to the Serial Set, Bernadine Hoduski stated that Congress does intend to have everything it publishes available online at some point. However, she reminded the audience that there is still a need for a permanent edition of this information.

- There was a recognition that various factors might want to be considered in the NTIS grant program. Should regionals work with their selectives in planning grant requests? Should there be a coordinated grant request for each state? How can we identify where the best uses of the funds would be? How to consider the different libraries and the different resources and clientele they have?

Council Review of Responses to Council Recommendations

Highlights of discussion include:

Recommendation 2 concerns the DLC report on Alternatives for Restructuring the Depository Library Program. Council needs to act on Susan Tulis's suggestions to have the final report published and to review part 4 for future actions. These actions will be covered in a new recommendation.

Recommendation 5 recommended that regionals have the option of choosing a single format when dual formats are offered for an item number. GPO's response was to have the Ad Hoc Committee on Regional Structure review this in its considerations. Does this really need to go back for more study? This can probably be instituted now.

Recommendation 6 dealt with a training program for products and services in the GPO Access System. We should encourage GPO to utilize the human resources they have, particularly, the inspectors to expand into an educational role. A suggestion was also made that GPO should consider expanding beyond tutorials into other educational activities.

Recommendation 7 involved cataloging initiatives. Council was reminded that policies decided at ALA midwinter in consultation with various cataloging and documents groups need to be publicized for people not in attendance at those meetings. It was noted that these policy decisions should be printed in Administrative Notes.

Another cataloging question was raised concerning cataloging of materials on the Internet. Does bibliographic information exist which could be used to correctly cite to this information? Are there citation guides? Tad Downing stated that GPO is working with other groups to develop and follow the same guidelines. It was suggested that a list of citation guides should be put in Administrative Notes.

Recommendation 8 suggested the establishment of liaison teams to examine agency publishing policies and practices. The recommendation was very specific, stating an agency should be chosen with a CD-ROM product not currently in the program. The response is very broad in terms of groups with which GPO is interacting. Council members remember making the suggestion, in part, to get some fugitive products into the system. The NOAA CD products would be an example. Jay Young explained that, when writing the response, GPO staff did not think they had the time to devote to establishing and working with these teams.

Recommendation 9 concerned the study on the item selection process. Tad Downing distributed the report. Various recommendations are made in the report that will allow for greater selectivity. The time table for implementation is approximately two years. Robin Haun-Mohamed. Chief of the Depository Administration Branch, will be in charge of implementation of the changes and new procedures.

Recommendation 11 discussed the minimum technical "guidelines" previously published in Administrative Notes. It was pointed out the wrong term was used in the recommendation wording. The phrase should have been " minimum technical guidelines" not "minimum technical standards". The GPO response states that a survey of electronic support resources

in depository libraries is being planned. Jay Young stated that they hope to get the survey out before the Fall.

Recommendation 13 dealt with the National Information Infrastructure Task Force and Advisory Committee to the Task Force. Council reviewed how important it is to stay aware of these discussions and to offer input. It was suggested that a small "quick reaction" group from Council should be created to respond quickly to issues as they are raised.

Recommendation 14 suggested the initiation of a marketing program. There was a question regarding the second paragraph of the response and what GPO considered traditional promotional tools. Jay Young responded that these were the publications and promotional items that had helped identify depository libraries and government publications. He stated that the real thrust of this paragraph, is the fact that GPO sees the electronic media as a way to reach new users with new products.

Recommendation 15 discussed cost data for individual items. Clarification was requested on where GPO is in this cost analysis process. Jay Young stated that the plan was to get an overall grasp of information and costs in the program. They feel they have that information in hand but do not plan on consolidating it in any way at this time. Since distinct information does require considerable digging, they do not feel it is a priority at this time. They prefer to plan the direction of the program on a worth basis and not a cost basis. Several meeting participants still felt that this would be important information to share with Council and with the depository community. There is a concern that another financial crisis will hit and this information will be crucial if Council and the depository community are to be involved in the decision making process and what might have to be eliminated. For example, it would be helpful to know what the different formats cost. Also, if decisions are being made on a "worth" basis, what information can depository librarians start gathering to help prove the "worth" of particular items?

Recommendation 17 concerned the Serial Set. Council members were pleased that no changes in distribution were needed at this time. 17B suggested on-demand printing of Congressional reports and documents. This is not currently possible since much of the information is not available in machine readable format. Eventually, machine readable formats will be available for all congressional publications. According to 17A, a study group is looking at specific ways to cut the costs in Serial Set Production. A report is expected at the Fall 1994 meeting.

Tuesday, April 26, 1994

Dr. Toni Carbo Bearman
Remarks on the National Information Initiative and Depository Libraries

Council was very fortunate to begin Tuesday's meeting with a speech by Dr. Toni Carbo Bearman. Dr. Bearman is the Dean of the School of Library and Information Science at the University of Pittsburg and a member of the U.S. Advisory Council on the National Information Infrastructure (NII/AC). She offered her personal views on the National Information Infrastructure Advisory Council's work. She believes the Council can have a

positive impact on all libraries.

The Council, appointed for a two-year period, first met in February and now has thirty members. Established to provide advice to the administration on the National Information Infrastructure, both Secretary of Commerce Ron Brown and Vice-President Al Gore have indicated they expect advice on an on-going basis and not just a report at the end of two years. They have requested specific advice in several areas: (1) What is the National Information Infrastructure? What Should it be?; (2) How should we define universal service, universal access?; and, (3) What is the role of government?

At the most recent meeting of the Council, held the day before Dr. Bearman spoke to us, Ed McCracken, one of the NII/AC Co-Chairs, presented his views on the work of the Council. He stated his first objective is to make the National Information Infrastructure real to the American people. The Council hopes to provide experiments and demonstrations that show people the possibilities of the NII and how it can affect their lives. His second goal is to help shape the dialogue on the National Information Infrastructure, with both public and private perspectives. The third goal is to have Council members proud of the work that they have done. Echoing Secretary Brown and Vice-President Gore, the fourth goal is to provide concrete advice on issues. Finally, Mr. McCracken seeks for the group to be a catalyst for ongoing action. This includes giving specific recommendations throughout their tenure, providing public demonstrations and actively seeking input from the various communities.

The Advisory Council is focusing on three Mega-Projects: Visions and Goals for the NII; Access to the NII; and, Privacy, Security, and Intellectual Property. Each project is fully integrated with the Intergovernmental Task Force. The framework for each of the Mega-Project will be the same, addressing the following questions:

1. What technologies and services exist today and how will these be impacted by the development and implementation of the information highway?

2. What is the national interest being served by the development and implementation of the information highway?

3. What are the private interests in this evolution?

4. What are the public interests?

5. Where do the public and private interests intersect and how can they be accommodated?

6. What are the international implications of this issue?

Dr. Bearman will be working on Mega-Project I: Vision and Goals Driven by Specific Applications. This group seeks to define the NII by choosing key application areas to examine. They will determine the national goals for the NII in each area, and assess how the NII can enhance each area for all Americans. The four areas are:

- Education. including training. libraries and lifelong learning:

- Health care. including information services and diagnostic care;

- Electronic Commerce. including content and services; and,

- Public Safety. including national security, crime detection, major disaster management and public safety systems.

In addition to these four. Dr. Bearman stated that at the April 25 meeting, the group decided government information should also be included. For each application, they will be identifying the technologies and services already in existence and how these will be integrated into the information infrastructure. They will identify the national interest being served by the development and implementation of the information highway in each area as well as the private, public, and international interests. The study will include how these interests intersect and how they can be accommodated.

The Council has been asked to identify other groups and experts to help in their study. Obviously, the Depository Council and depository community are expert groups that the Advisory Council can call on for help in the government information review. Dr. Bearman noted that all library groups should get involved, and she indicated that the only library issue really identified to date is the question of converting from print to electronic format. As she indicated, there is a lot more that needs to be addressed that will affect libraries.

The second Mega-Project is Access to the NII. The question here is to define what we mean by universal service and universal access. Questions in this area include:

- How should universal access be defined in the new information age?

- How can equal access to the NII be guaranteed to both users and suppliers?

- Are standards required to assure seamless access to global systems?

- What telecommunications services should be universal and what criteria should govern that choice?

- What funding mechanism should be put in place to make universal service available and affordable?

- What steps should the government take to avoid a society of "information haves and have nots"?

As Dr. Bearman stated, the focus of these questions is very positive--it's on providing and insuring access.

The third Mega-Project is Privacy, Security and Intellectual Property. One of the first steps is to identify goals and define how we can protect personal privacy. A document was distributed to the Advisory Council at its meeting yesterday which defines principles related

to information privacy and information integrity. The document is titled: "Principles for Providing and Using Personal Information." It is a product of the Privacy Working Group of the Information Infrastructure Task Force's Information Policy Committee and is an update to the Code of Fair Information Practices developed in the 1970's. The objectives of Mega-Project three are:

- Articulate the goals and definition for protection of personal privacy (or the ownership and right to protect information about oneself against interception by any other parties);

- Define protection of intellectual property, and the rights of content producers to be fairly compensated for work which has digital and multimedia forms;

- Define the "rules of the road" for privacy, security and intellectual property. Be a catalyst for the discussion about who patrols and enforces those rules;

- Characterize the methods to protect first amendment rights of free expression in the digital age;

- Address national security, emergency preparedness, system security and network protection implications (this last objective will deal with the "Clipper Chip").

Dr. Bearman noted that virtually everything the Advisory Council is doing will have an impact on depository libraries and that depository libraries should be playing a key role. Vice-President Gore has made clear in a variety of statements that he wants to link every library, school, hospital, and clinic to the NII. Dr. Bearman thinks we need to clarify what we mean by "link." It is different in terms of public responsibility to link a public library or depository library from the library at Westinghouse. She believes we should also be looking at the different kinds of information and treating public information differently from private information.

She encouraged us to think of all components necessary for the infrastructure. There are the important physical links--the hardware, software, and the communications links. Other important components are the information itself and the means of retrieval or access. We have already seen that our current retrieval methods may not be sufficient and we need to look at new concepts such as adaptive pattern recognition. The diverse, multicultural human resources are an important component. People will build, manage, and guide the information highway. They will train, educate and provide continuing education for others to find, evaluate, and effectively use information. The final components will be standards, policies, and information ethics--to insure the integrity of the information and the integrity of our practices.

A veteran of information policy discussions, Dr. Bearman has identified certain "critters" that can get in the way of meaningful work. She shared those with us. The first is the demon of dichotomy, the tendency to reduce complex issues to overly simplistic dichotomies. The issues are not as simple as information "haves" and "have nots" or free versus fee-based information. In theses discussions we need to focus on the interests of society. What are the costs in relation to the value and is it of sufficient value to be borne by the taxpayers. In this

discussion pricing should not be confused with cost and value.

Another critter she identified was the serpent of stereotypes. It is very easy to start labeling people--the CEO, the librarian, the teacher. She has been impressed that everyone on the Advisory Council is trying their hardest to work toward the common good. They are trying to look at broader issues than just their own community view.

The next meeting is in Minneapolis on June 20. Each meeting is open to the public and Dr. Bearman encouraged librarians to attend these meetings. The audience is given many opportunities to make comments and ask questions and we should take advantage of these opportunities. Other meetings will be held outside of Washington but dates and locations have not been set. Dr. Bearman believes it would be helpful to have concrete examples of how different kinds of information, such as government information, can make a difference to Americans. She is actively seeking these and is particularly interested in some good 5-7 minute videos that could effectively illustrate these uses. If you have any examples or other comments, Dr. Bearman can be contacted at: <bearman@lis.pitt.edu>.

The Advisory Council hopes to issue interim reports on the mega-projects by the end of 1994. They hope to issue a draft final report before the end of their two year term in order to get feedback before a final edition is issued.

Mike DiMario, Public Printer
Legislative Update

Mike DiMario, Public Printer, presented an overview of some of the current legislative proposals involving GPO. He began with the National Performance Review initiative (H.R. 3400). In a meeting with Mr. DiMario, NPR staff conceptualized the "reinventing government" as empowering people in government to make their own decisions. In the printing area, their review focused on the issue of what they considered the ridiculous position of managers not being able to acquire low-cost publications in a variety of ways. They centered their discussion on the $1,000 limitation in the P.L. 102-392, sec. 207 language and expressed concern that there was too much oversight by GPO and JCP. When the draft services section report of the NPR came out, it focused on reorganizing GPO. H.R. 3400 was introduced to carry forward the NPR proposals. The original H.R. 3400 kept all components of GPO together, it transferred out all publication at the $2,500 level. After two years, GPO would have been in a competitive position with other federal agencies as far as printing. The bill was not passed in that form.

Various amendments to H.R. 3400 were proposed. Congressman Rose amended the bill to close down all agency printing plants and put printing with GPO. His bill abolished JCP and put a great deal of power in the Public Printer's Office. It kept the Depository Program within GPO and transferred all of GPO to the executive branch. In order to affect a compromise, Congressman Rose split the documents function from GPO, placing it with the Library of Congress. Congressman Hoyer introduced an amendment that brought GPO--the printing segment--back to the legislative branch but kept the Superintendent of Documents function in the Library of Congress. The Hoyer version is the bill that passed.

Simultaneous with that action are several actions focusing on the reorganization of Congress. These abolish the Joint Committee on Printing and the Joint Committee on Libraries. S. 1824 by Senator Boren does away with both committees but doesn't create a new Joint Committee on Information Policy as some other plans have. S. 1824 proposes $1,500 (72% of publications would go away from GPO) as the level at which agencies can go outside of GPO for printing. S. 1824 and H.R. 3400 are currently being considered by the Senate Rules and Administration Committee. The Committee staff and the Office of Management and Budget, Office of Information and Regulatory Affairs, are currently in negotiations over these proposals. S. 1824 is not the only bill in the Senate. S. 1843, introduced by Senator Dole, essentially takes H.R. 3400 as it passed the House and places it before the Senate.

All of this activity means that we really have a policy that is totally undefined at the moment. The variety of players must come together and put issues into a single bill if it is going to be meaningful and affect change in the way government printing is organized, the way government information--both electronically and in existing paper products--is organized, and how ultimately it is disseminated. All of the bills are very supportive of the depository library program. The dialogue seems to have resulted in a greater understanding about the needs of the various constituencies. It does not seem likely that any final legislative action will take place this year.

In the interim, there are several things going on that also affect GPO. The General Services Administration asked the Justice Department, Office of Legal Counsel for an opinion on whether or not they had independent authority to print government publications. The Justice Department issued an opinion stating this authority was not supported by the law. General Services came back and requested to know if the 207 section language in P.L. 102-392 covered duplicating. The opinion on this request stated that JCP regulation and authority was purely advisory and suggested that with respect to duplicating, agencies would not need to come to GPO. JCP defines duplicating and places a volume ceiling of 25,000 copies. That ceiling can now be exceeded with this opinion. The agencies are still bound by the depository law and should still deposit publications with the Superintendent of Documents for distribution. There is some move in Congress to rectify the language problem in section 207 through the current appropriations process.

Another bill to keep in mind is S. 681 by Senator Glenn. This bill would reauthorize the Paperwork Reduction Act. The bill would permanently create The Office of Information and Regulatory Affairs in the Office of Management and Budget. There was a sunset provision in the previous law and this office currently exits primarily through appropriations continuations. Some provisions of that bill are very positive for GPO.

Mr. DiMario closed with the statement that we need to continue in our effort to inform the policy makers about the variety of users and uses of government information. It is hoped that with this information, a rational, defined information policy will come out of all of the various proposals currently under review.

April 26-27, 1994
Council Working Sessions

Council discussed various issues which have been set forth in separate reports: a listing of recommendations, a listing of commendations, and a listing of action items for future Council work.

GPO Access Demonstrations

GPO staff demonstrated various prototypes of the GPO ACCESS Systems components on Tuesday night. These included the Congressional Record and Federal Register products, the Federal Bulletin Board, and the GPO Locator. Information Sheets on these products and services were provided to the audience. These sheets are also reprinted in Administrative Notes- v. 15, #7, 5/20/94.

Submitted by Kay Schlueter
Secretary, Depository Library Council

Action Items for the Depository Library Council
From the 1994 Spring Meeting

Operations Committee Charge

The Council Operations Committee shall monitor the ongoing operations of the depository library program and identify issues which may require further discussion and/or communication with GPO. An action item for the committee will be to compile a bibliography of citations manuals for electronic information which could be published in Administrative Notes.

Members of the Committee are Linda Kennedy and Cynthia Etkin.

We recommend to the Public Printer that Mike Clark, GPO Ombudsman, be designated the liaison to the Council Operations Committee.

Information Exchange Committee Charge

1. The Information Exchange Committee shall prepare a new member handbook.

2. The Committee shall review communication methods between Council and the depository community: the structure of meetings, notices of and information about Council activities, opportunities for interactions, etc. The Committee will determine if current communication is effective in keeping Council members and the depository community informed and if the community is given an effective opportunity to express views and concerns and is getting appropriate feedback. The Committee will report back to the full Council with their findings and recommendations for any changes.

3. The Committee will suggest improved methods for getting pertinent information to administrators of depository libraries. The Committee will serve as the liaison for administrators.

4. The Committee will come up with a statement of purpose for the user testimonial project. They will provide a suggested format and suggest guidelines or restrictions that might apply to this activity. This information will be forwarded to members of Council and the depository community to use in gathering user testimonials.

5. The Committee is responsible for finding a vehicle for Council e-mail communication.

6. It has been suggested to Council that a continuing problem exists in availability of core titles when claimed by depositories. To analyze this situation and determine the severity of the problem, the Operations Committee will gather specific examples of ` this occurrence, consult with the GPO staff, and report back to the depository community and the Public Printer at the fall 1994 meeting.

Compilation of Council Recommendations

A compilation of previous Council recommendations would be helpful to Council, GPO staff and the depository library community. This compilation would provide background for future Council deliberations as well as assist in identifying trends and programs in various groups. John and Vicki Phillips have volunteered to provide Council with a diskette of this information. Council will insure that this information is collected. If the Phillips are unable to complete their compilation, another means should be found. Council will find an FTP site or Bulletin Board site where this information will be placed for review and retrieval by Council, the GPO staff, the depository library community and other interested stakeholders.

Ad Hoc Committee on Regional Structure

The Ad Hoc Committee on Regional Structure will continue study on alternatives to the current structure and changes in the regional structure necessary to improve the efficiency, economy, and effectiveness of the depository program. The Committee should be prepared to present their ideas and recommendations for changes at the fall 1994 meeting.

Commendations to the Public Printer and the Government Printing Office from the Depository Library Council

1994 Spring Meeting

GPO Access to the Internet and Govdoc-L

Council commends GPO on their entry into the electronic mail arena through their recent Internet connection. On-going GPO staff monitoring of Govdoc-L and their timely replies to queries have greatly enhanced the service they provide and the ability of depository library staffs to deal with problems and new situations.

Information Provided Through Legislative Update and Speakers

The Public Printer is commended for bringing the Council up to date on the various legislative and "reinventing government" initiatives currently pending. This information is essential to Council deliberations and we appreciate these efforts. It is also important for Council to be familiar with and understand broader government information policy initiatives. It is invaluable to hear from speakers such as Dr. Toni Carbo Bearman and to give them an opportunity to hear our concerns. The Public Printer and the GPO staff are to be commended for bringing Dr. Bearman to the Council meeting and Council strongly encourages future invitations to speakers involved in information policy initiatives and projects affecting the program.

Cooperative Cataloging Efforts

Council commends Tad Downing for his overview of the Cooperative Cataloging questionnaire project. As stated in a previous recommendation. Council is very pleased with this project and encourages continued work in this area. Council suggests that they be kept apprised of developments in this area and that a report be given on developments at the Fall 1994 meeting.

GPO Cataloging Staff

Council commends the GPO cataloging staff on their many initiatives in improving methods and processes to make GPO cataloging more efficient and cooperative in nature.

Depository Library Council Recommendations From the 1994 Spring Meeting

POLICY ISSUES

1. RECOMMENDATION: Ongoing Advisory Role of Council

Council commends the Public Printer for his open, communicative style. We appreciate very much the opportunity to open an informal dialogue to discuss our respective views of the Depository Library Council's role in advising him, and the predominant issues that he sees as most affecting the Depository Library Program. That exchange of views makes it clear that the Depository Library Council must play a greater role in advancing awareness of the Program outside of the depository library community among Federal government officials, and among other organizations working to develop government information policy and the national information infrastructure. Council recognizes the importance of ensuring that testimony from individual depository users on the value of the Depository Library Program is brought to government officials and policy makers.

It is also clear that Council must continue to develop ongoing contact with the Public Printer, the Superintendent of Documents, and the Director of the Library Programs Service so that issues and program developments can be handled efficiently and without delay between regular Council meetings.

In addition, the Depository Library Council recognizes as part of its role that of liaison for the Public Printer to other groups and organizations whose activities impact upon the Depository Library Program. The chief function within that role is:

> 1. to enhance awareness of the importance of the Depository Library Program to the public among other government officials and groups concerned with the development of information policy; and

2. to act as a "quick response mechanism" to advise the Public Printer on the depository community perspective regarding questions arising from legislative proposals and regulatory changes.

In this spirit, the Council makes the following statements and recommendations:

I.   Depository Library Community Concerns and Communications with other Groups

The Council will prepare a one page document of Depository Library Program principles and concerns for transmission by the Public Printer to the National Information Infrastructure Advisory Committee (NII/AC), and to others as the Public Printer deems appropriate.

The Council will acquire a list of the dates and places for the NII/AC public meetings that are to be held around the country in the coming year and recommends that the GPO publish this list in Administrative Notes. Council will also actively encourage depository librarians to attend these hearings for the purpose of presenting testimony directly from the library community and individual library users.

The Council will explore strategies to highlight the positive impact of the Depository Library Program through such means as user testimony, public hearings, user-produced videotapes and letters, etc.

In the past year, depository libraries have been included in several initiatives, namely NTIS, which have been developed outside the Depository Library Program and GPO. While these initiatives may be beneficial to the Program, any change without advance notice and/or consideration to the impact on the Program may cause concern and confusion. Better communication and cooperation needs to occur between the agencies and GPO. The NTIS Advisory Board has expressed an interest in working and cooperating with the Council in areas of mutual concern.

It is recommended that members of the Depository Library Council attend NTIS Advisory Board meetings and any other agency advisory board meetings in order to provide useful guidance and insight into the Depository Library Program. Conversely, it is recommended that members of the NTIS Advisory Board and other boards be invited as guest to Council meetings.

II. Communications between the Council and the Government Printing Office

To be most effective in its advisory role, the Depository Library Council must be kept informed of GPO activities on a timely and ongoing basis. Therefore, Council recommends that:

A.   GPO responses to Council recommendations be submitted to Council and published for the library community as action is taken and/or as responses are completed rather than reporting them just prior to the regular Council meetings;

B. GPO staff reports, normally presented orally at Council meetings, instead, be distributed to Council either electronically or in writing prior to the regular meetings so as to preserve meeting time and to allow Council members to better prepare before the meetings;

C. The staff of the Superintendent of Documents, the GPO Counsel, and others as appropriate, maintain ongoing communications with Council on GPO activities impacting upon, or likely to impact upon the Depository Library Program in order to maintain the current awareness of the Council regarding GPO activities and have Council in a position to offer timely and knowledgeable advice.

III. Council as a "Quick Response" Mechanism for the Public Printer

The Council stands ready to serve as an advisory team for the Public Printer on specific depository library community concerns whenever he must respond quickly to legislative proposals, interagency questions, or proposed changes to Federal regulations.

Council recommends that the Public Printer direct his staff to take advantage of electronic communications for direct contact with the library community and ongoing discussions with the Council. Council further recommends that the Director of the Library Programs Service and the Chair of Council serve as liaisons and coordinators in a GPO/Council/Library Community fast response network.

2. RECOMMENDATION: Links between GPO Production and Distribution

The Depository Council recommends that to the maximum extent possible, the link between printing/procurement and dissemination be preserved in the functions of the Government Printing Office.

"The Government Information Dissemination and Printing Improvement Act of 1993: Analysis of its Possible Impact on the Library of Congress with Regard to the Transfer of Specific Functions of the Superintendent of Documents" dated January 26, 1994, by the Library of Congress, is a thorough review of the issues and implications involved in transferring the Superintendent of Documents from the Government Printing Office to the Library of Congress, as provided by the amended version of H.R. 3400 which passed the House on November 22, 1993. The intent of H.R. 3400 is to implement cost-savings recommended in the National Performance Review.

The report notes on page 35 that "There would seem to be no cost savings simply from transferring SUDOCS to the Library of Congress--a transfer within the legislative branch. Cost savings may come forth from the transfer because of technology enhancements, downsizing, reduction of supervision, etc. These same cost savings, however, could be realized with SUDOCS remaining in the Government Printing Office."

The Council concurs with the Library of Congress' identification of a key issue in the transfer when LC expresses its view that because of:

...the central managerial role of GPO in the procurement of government printing, the utility of divesting the government publication dissemination function from the production function remains at issue (p.12).

The Council concurs with the concern of GPO staff, as discussed in the report, that:

> The current problem of fugitive documents...would probably increase rapidly if printing were dispersed to executive agencies and if the Superintendent of Documents function were given to the Library. However, if Library Programs is transferred to the Library of Congress while the printing and procurement function remains centralized at GPO, it might be possible for staff to continue to be stationed at the GPO plant in order to classify for the Depository Library system those items that will be offered for selection (p.30).

Various iterations of the NPR implementing legislation, however, provide for the transfer of significant amounts of printing back to the executive agencies. Ceilings of from $1000 to $2500 for print orders that could be procured directly by agencies have been proposed, which would eliminate from up to 80 per cent of GPO's printing volume.

The Council believes there will be a direct relationship between the amount of government printing which is handled directly by agencies, and the amount of government information which does not receive bibliographic access, and is not distributed to depository libraries for preservation and access. It will be difficult, cumbersome and generally ineffective for the Government Printing Office to attempt to capture for the depository library program large amounts of materials which have been procured directly or produced in-house by agencies.

Although sections of the draft legislation provide for an enforcement role for the Superintendent of Documents, the Library of Congress report points out (p.12) a number of valid concerns about the implementation of this role and potential conflicts with other branches of government. The report also notes:

> Separating printing/procurement from distribution would have a major impact on the DLP and IES [International Exchange Service] programs. Even if government printing remains centralized, but at a higher dollar threshold, the difficulty of assuring that materials Congress intended for the Depository Library and IES programs are actually distributed seem likely to increase significantly under H.R. 3400 (p.22).

3. NTIS Interagency Agreement

Council highly commends GPO and LPS for their innovative and ground-breaking efforts to establish an interagency agreement with NTIS to provide access to STEI resources to depository libraries. The underlying significance of the inclusion of this vast body of heretofore fugitive scientific and technical information into the depository program cannot be overemphasized, and Council strongly recommends that GPO move forward with these negotiations with all deliberate speed. It is further recommended that Council be apprised of

developments as they occur, and that Council be involved with any new developments in the proposal as appropriate. If a successful arrangement is established. Council would encourage GPO to use this final plan as a model in working out future cooperative agreements with other agencies.

4. NTIS Grant Recommendation

Council is pleased to learn that the Director of NTIS has requested a one-time appropriation of $6 million to provide grant moneys to depository libraries for hardware, software, and training to enhance the provision of electronic government information. Should this funding be appropriated. Council recommends that the Public Printer, LPS, and the Depository Library Council work closely with NTIS on the project, to develop criteria to be used in the disbursement of this grant.

ELECTRONIC ISSUES

5. **RECOMMENDATION: Implementing the GPO Electronic Information Access Enhancement Act of 1993 (P.L. 103-40)**

   A. Council commends GPO for their progress in implementing the GPO Electronic Information Access Enhancement Act of 1993 (P.L.103-40). The work carried out during this past year toward establishing an electronic storage facility, developing a locator system, and electronically disseminating the Congressional Record and Federal Register, as required by the act, was done with no additional funds in GPO's budget for this purpose. The Public Printer and GPO staff are to be commended for the priority placed on these efforts and their ability to deliver an operational system which meets the requirements of the act.

   B. The establishment of the GPO electronic storage facility and the electronic dissemination of government information (such as the Congressional Record and the Federal Register) via the GPO Access system positions the FDLP on the brink of its electronic future. While Council is enthusiastic about these developments, we believe that the long-term benefits of the FDLP and future (i.e., historical) access to government information must remain key components of the program.

   Council recommends that, in conjunction with the status report on implementation of the GPO Access law to be prepared for Congress. GPO should outline the role, scope, and operations of the GPO storage facility, as well as its relationship with other electronic storage sites and the National Archives. Question areas to be addressed should include:

   • How is the Owensboro facility protected from or prepared to respond to natural and other disasters which could result in the loss of government information files?

- Are there back-up facilities, and what is the relationship between these facilities and the Owensboro site?

- What is the relationship between the National Archives and the Owensboro site?

- Will agencies keep back-up copies of files?

- What procedures/guidelines/requirements will be in place to govern the transfer of agency files to the GPO site?

- What internal security procedures will be in place to guard against alteration or degradation of files?

- What policies/procedures will be in place to enable depository libraries to access files stored at the site or elsewhere?

Council recommends that GPO share these reports with Council and the depository community well in advance of the Fall 1994 Council meeting.

C. While Council understands the rationale behind GPO's decision to initially limit depository access to the GPO WAIS server to a single IP address per depository library, Council is concerned that such a limitation will make it difficult or impossible for some libraries to offer GPO Access to their patrons. Some university network systems, for example, have dynamically assigned IP addresses whereby individual workstations are not permanently assigned unique IP addresses. Other libraries may find that having to assign specific services to individual workstations limits their flexibility and impedes access. Council encourages GPO to move as quickly as possible to expand access to GPO's electronic networks and services so that depository libraries may make these services widely available to their patrons.

6. RECOMMENDATION: Electronic Information Conversion

Recognizing the increase in the number of documents that are available on the Internet and otherwise in electronic form before appearing paper, or are available in electronic form only, Council encourages the Government Printing Office to continue to look at folding electronic information into the depository program. Council recognizes that changes in statute may be required.

7. RECOMMENDATION: Monthly Catalog

The Depository Library Council recommends that it establish a working group of Council members to study the issues involved in producing an electronic version of the Monthly Catalog. The working group, which may include other individuals who are not members of Council, will solicit information from the user community on appropriate formats for the Monthly Catalog and desirable features/functions of an electronic version. The working

group will provide a mechanism for the transmission of user suggestions and concerns to the Joint Committee on Printing and the Government Printing Office. Cynthia Etkin, David Hoffman, and Linda Kennedy have agreed to form the working group.

OPERATIONAL ISSUES

8. **RECOMMENDATION: Training and Technical Support for GPO Information Products and Services**

A. Council commends GPO for recognizing the important role GPO plays in training and technical support for GPO information products and services. Three new phone support personnel have been authorized to assist users of the GPO Access System, and an online tutorial is to be included as part of GPO Access. Council encourages GPO to fill the technical support positions as soon as is practical, to quickly and thoroughly train these new technicians, and to continue to place a high priority on training and technical support for GPO Access. Council recommends that, as GPO's field representatives, Inspectors should be trained on the use of the GPO Access System and the GPO Bulletin Board in order to maximize training opportunities for depository librarians. Council also encourages GPO to continue to develop training tools (including appropriate documentation, tutorials, help sheets, quick-reference cards, etc.) for information products and services for which GPO is the issuing agency.

In order to develop this positive image, GPO should take every opportunity (i.e. library conferences, meetings, etc.) to make users aware of its products and services and to provide documentation and training. It is important that librarians and other government information users view GPO as a customer-oriented electronic publisher.

B. Council recommends that GPO continue to evaluate the Inspection program and its role in improving depository library services to the public. Guidance and program support from GPO regarding the operations and services required by depositories is increasingly important as the FDLP and libraries make the transition to electronic depository services.

Council agrees that the success of the Federal Depository Library system depends on the close cooperation of selective depositories, regional libraries, and GPO. Council further agrees that the "philosophy" of inspections should provide for a "positive, supportive experience for depositories and for depository librarians." (Manual, p. 177)

Council recommends that, in order to gather information on how to improve the inspection process, GPO perform a post inspection follow-up with recently inspected libraries to discuss how the inspection visit was conducted, the value of the inspection to the library and the FDLP, changes or improvements in library service which resulted from the inspection, possible changes or improvements to the inspection process itself, and an evaluation of the overall effectiveness of the inspection program. Council suggests that GPO use this information and other

feedback from the depository community to continue to improve the inspection process and to assist libraries in meeting the operational and service requirements of the FDLP.

9. RECOMMENDATION: Item Selection Report

Council commends LPS's Item Selection Study Group. Thomas A. Downing (group leader). Laurie B. Hall. Sheila McGarr, and Rick G. Davis for preparing such a comprehensive report on the problems and prospects for providing depository librarians greater selectivity in the item selection process. Council, having accepted this report, recommends that LPS move forward with the implementation of the report's recommendations, with the assistance of depository librarians.

10. RECOMMENDATION: Analytical Cataloging

A. Council recognizes the importance of providing analytical cataloging information for CD ROM products. In addition to enhancing the number of access points, analytics are especially useful when the disks are no longer current or when disks are followed by disks with contents different then earlier editions.

Therefore, Council recommends that GPO investigate and continue to explore methods for providing analytical records for CDs. In addition, GPO should communicate this concern to those agencies which produce periodic CD's containing time-series information. The series included may vary with each issue and the time period coverage for regular series may change in a predictable or unpredictable fashion. One solution to this problem is that adequate bibliographic information concerning the content, scope, time span of data, etc. would accompany each disk. Another is to include specific information on the CD as to what information is added or deleted from the CD. Given the heavy use and large content of the NTDB and NESE, the Department of Commerce might well be one of the first agencies to receive such suggestions.

B. Recognizing the movement toward "just-in-time" delivery of government information which is available in electronic form. Council recommends that the Government Printing Office explore the provision of catalog information for on-line documents. so that depositories may acquire and load this information into their online public access catalogs. and better inform their users about the availability of government information. **For example, the files on the Federal Bulletin Board (FBB) could be individually cataloged, or a record could be created for the FBB with analytical entries for each file on the Bulletin Board.

Those depositories--and other libraries--which do not load GPO tapes would similarly find useful such information if it were included in the CD-ROM versions of GPO catalog records.

Council makes these recommendations with the acknowledgement that these are attractive enhancements on a philosophical level. We would like for them to be studied to determine the effect on GPO cataloging workload, productivity and backlogs. We would also like for the analytics for online resources to be viewed in the context of where this information would be most appropriately provided--in the Monthly Catalog or in the GPO finding guides on the Bulletin Board.

11. RECOMMENDATION: Dual Formats

At its Fall 1994 meeting, the Depository Library Council recommended that regionals have the option of choosing a single format when dual format is offered for an item number. GPO responded that the recommendation was a viable option and suggested that the Ad Hoc Committee on Regional Structure incorporate this recommendation for its consideration. The option of choosing a single format is one that regionals have requested, and no negative response was received to our Fall recommendations. Rather than waiting for the final report of the Ad Hoc Committee, Council recommends that the option to choose a single format be implemented as soon as feasible.

12. RECOMMENDATION: Depository Conference and Council Meetings

Council recognizes the value of the Federal Depository Conference as a means of providing an information and discussion forum as well as an educational and training function for government information specialists and interested stakeholders. Depository librarians should continue to actively participate in the planning of the Conference. Council also understands the importance of its role as advisor to the Public Printer in such capacity as that Printer deems necessary, and should address the issues at hand by coordinating its own agenda.

Council recommends that the Federal Depository Conference and the Depository Library Council meetings be consolidated into a single week with sufficient coordination among planning members so as to avoid unnecessary duplication and/or significant conflict of interest. Providing a more concise time frame for the two meetings would benefit all participants.

13. RECOMMENDATION: Citation Manuals

The Council recommends that its Operations Committee compile a brief list of available citation manuals for government information in electronic formats, to be published in Administrative Notes.

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The Federal Depository Library Program

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